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ABSTRACT

As a part of its mandate for equal access to vocational training for special needs individuals, the Carl D. Perkins Vocational and Technical Education Act of 1984 stipulated that if disadvantaged individuals require separate programming to enable them to participate in vocational education, federal funds may be used to pay 50 percent of the cost of the program's services and activities that exceed the eligible recipient's average per pupil expenditure for regular services. Vocational education research has documented a set of special learning and environmental needs of disadvantaged youth and adults with broad implications for vocational education programming, guidance personnel, development of program quality indicators, and improvement of contemporary vocational programming for special needs clients. Special needs youths and adults must receive equal access in recruitment, enrollment, and placement activities and must be served within regular vocational programs. Although the Perkins Act has not significantly changed the role of guidance personnel in serving special needs clients, it has expanded their scope. Perhaps the best way to improve existing programming is to begin attacking the environmental problems that exist outside the educational environment. Disadvantaged students should be given a sound foundation in the basic skills and should be trained or retrained in the new or emerging technologies rather than in lower-paying, service-oriented jobs. Also vital to program improvement are more stress on mainstreaming, socialization, and adequate client assessment. (MN)

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Providing Support Services to Disadvantaged Youth and Adults in Vocational Education

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Perhaps no greater segment of today's society requires the programs and services of vocational education than do special needs youth and adults. This is not a recent, new founded revelation. Reacting to the inequalities in educational opportunities and the criticism from all reaches of society in general, Congress in the 1960's passed a series of legislative mandates designed to strengthen the public educational system. Such legislative acts as the Vocational Education Act of 1963, the Equal Opportunity Act of 1964, the Vocational Education Amendments of 1968, and the Vocational Education Amendments of 1976 were early landmark pieces of legislation which called attention to youth and adults who found it difficult to succeed in traditional classes. Yet none of these federal directives has had the impetus for creating such a far-reaching impact on vocational education for the disadvantaged as the Carl D. Perkins Vocational and Technical Education Act of 1984 (P.L. 98-524). The predominant theme of this legislation can be found in its statement of purpose.

It is the purpc e of this Act to:

> assure that individuals who are inadequately served under vocational education programs are assured access to quality vocational education programs, especially individuals who are disadvantaged, who are handicapped, men and women who are entering nontraditional occupations, adults who are in need of training and retraining, individuals who are single parents or homemakers, individuals with limited English proficiency, and individuals who are incarcerated in correctional institutions (Section 521, Part B, (2).

Five (5) other purposes of the Carl Perkins Act are closely related to the equal access direction stated above. These related purposes are designed to:

> . promote greater cooperation between public agencies and the private sector in preparing individuals for employment, in promoting the quality of vocational education in the States, and in making the vocational system more responsive to the labor market in the States; . improve the academic foundations of vocational students and to aid in the application of newer technologies (including the use of computers) in terms of employment or occupationsl goals; . provide vocational education services to train, retrain, and upgrade employed and unemployed workers in new skills for which there is a demand in that State or employment market; . assist the most economically depressed areas of a-State to raise employment and occupational competencies of its citizens; . assist the State to utilize a full range of supportive services, special programs, and guidance. counseling and placement to achieve the basic purposes of this Act; (Section 521, Part B, (2).

Of the funds available under Title II, Part A of P.L. 98-524, 10 percent is allocated for handicapped individuals; 22 percent for disadvantaged individuals; 12 percent for adults who are in need of training and/or retraining; 8.5 percent for s gle parents and homemakers; 3.5 percent for individuals who re participants in programs designed to eliminate sex bia and stereotyping; and 1 percent available for criminal offenc rs.

Until this current legislative mandate, federal set-aside funding has been used to pay the costs of

supplemental staff, services or materials in order to provide vocational programming opportunitites for all special populations. The provisions of this new legislation refocus the emphasis upon placement in regular vocational programs. The reason for this refocusing is the supplemental cost provisions of Section 202 (c) (2). Under this legislation the federal share of expenditures (50 percent) for the disadvantaged shall be used for supplemental or additional staff, equipment, materials, and services not provided to other individuals in vocational education that are essential for disadvantaged individuals to participate in vocational education. If the conditions of disadvantaged individuals require a separate program, federal funds may be used to pay 50 percent of the cost of the program's services and activities which exceed the eligible recipient's average per pupil expenditure for regular vocational services and activities.

Who Are The Disadvantaged?

According to the Carl D. Perkins Act, the term disadvantaged means individuals (other than handicapped individuals) who have economic or academic disadvantages and who require special services and assistance in order to enable them to succeed in vocational education programs. This includes individuals who are members of economically disadvantaged families, migrants, individuals who have

limited English proficiency, and individuals who are dropouts from, or who are identified as potential dropouts from, secondary school.

As with the Vocational Education Amendments of 1976, the Carl D. Perkins Act further defines academic and economic disadvantages. Academically disadvantaged individuals are those who score below the 25th percentile on a standardized achievement or aptitude test, whose secondary school grades are below 2.0 on a 4.0 scale (4.0="A") or fails to attain minimal academic competencies. Economically disadvantaged individuals are defined as those who come from a family who the state board identifies as low income on the basis of uniform methods, such as:

(a) annual income at or below the official poverty level;
(b) eligibility for free or reduced-price school lunch;
(c) eligibility for AFDC or other public assistance programs;
(d) receipt of a Pell grant or other comparable state programs of need-based financial assistance; or
(e) eligibility for participation in programs assisted under Title II of JTPA (P.L. 98-524).

Two other classifications of individuals are defined in the Perkins legislation which are to be included within the context of this paper. These are limited English proficient and criminal offenders. Each is defined as follows:

Limited-English Proficiency includes individuals not born in the United States or whose native language is a language other than English; individuals from environments

where a language other than English is dominant; and American Indian and Alaskan native students who come from environments where a language other than English has had a significant impact on their level of English proficiency.

Criminal offender is defined as any individual who is charged with or convicted of any criminal offense, including youth or juvenile offenders.

So much for the "legalese" of the language from the legislation. Before we answer the question - "Who are the disadvantaged?" one must exercise a certain degree of caution. When we classify someone or some group as being "disadvantaged" we usually mean they are disadvantaged in relationship to some criteria. The Carl D. Perkins Act provides some rather broad parameters - below the 25th percentile on a standardized achievement or aptitude test; grades below 2.0 on a 4.0 scale; annual income at or below poverty level; eligible for free or reduced price school lunch; individuals not born in the United States; individuals whose native language is a language other than English; individuals charged or convicted of a criminal offense and so on and so forth. These are all yardsticks to measure and make comparisons between people. But one must not classify or "label" individuals or groups of individuals on the basis of personal judgements simply because they appear, act, or sound differently than we. One must be careful not to overgeneralize or paint a composite picture

of the "typical" disadvantaged person. All individuals who test out the 25th percentile on a standardized achievement or aptitude test are not disadvantaged. Not all non-English speaking youth or adults are disadvantaged. Not all members of minority groups are disadvantaged. And it is possible that some criminal offenders are not disadvantaged. The point is that each is an individual. Each person has certain unique characteristics, which, for purposes of delivering vocational education programs may or may not require special services and assistance in order to succeed.

Learning Characteristics

The obvious learning traits or characteristics which many disadvantaged youth or adults visibly display in the educational setting have perhaps received the greatest attention. This is understandable. Educators are in the education business and disadvantaged youth and adults have definite learning problems. Some of the characteristics which are highly visible in the classroom or laboratory are:

- Limited ability in the basic skills,
- Limited perception of the value of an education,
- Lack of motivation to learn,
- Poor attitude toward the conventional school situation,
- Weak or poor self-concept,
- Lack of self-confidence,

- Dependent upon others,
- Low levels of aspiration,
- Short interest spans,
- Argumentative and hostile or passive and apathetic,
- Resentful of authority,
- Feeling of 'not belonging'
- Communicate through actions rather than words,
- Deficient in auditory attention and interpretation skills,
- Very oriented toward concrete applications of learning,
- Short attention spans, and experience difficulty in following orders,
- Lack the experience of receiving approval for success.

The educational system should provide instructional assistance to disadvantaged youth and adults in order to insure success in vocational education programs. With the assistance of support personnel, vocational teachers must be prepared to accommodate individual differences in learning traits. As a result many of the frustrations that vocational teachers face stem from attempting to teach all learners as if they were on the same level.

Vocational teachers should reinforce the basic foundation skills of reading, mathematics, and written and oral communications. In addition, there needs to be a

renewed emphasis on the development of a positive self-concept, motivation, and the general attitude of mutual respect for others.

Environmental Characteristics

The problems of disadvantaged youth and adults in the educational setting are not limited to the school or classroom settings which teachers typically observe. The early literature abounds with descriptions of environmental life of disadvantaged individuals. Strom (1966) noted that there was little opportunity for interaction among family members, little opportunity for language exchange and that families of disadvantaged children normally do not have long-range goals. The focus of attention is typically on day-to-day survival. Eisenberg (1967) found that children from disadvantaged families received infrequent attention from their parents and were often left to fend for themselves at a very early age. Disadvantaged children do not receive the parental monitoring of daily activities that middle-class children typically receive. They are free to roam the streets and neighborhoods unsupervised at very early ages, whereas middle-class children of the same age are usually under strict parental supervision.

Ridini and Madden (1975) provided a comprehensive description of the inner-city disadvantaged. They concluded

that inner-city youth are generally troubled by the following:

- Possibility of being unemployed and underemployed.
- A tremendous amount of loud noise in their environment.
- High rates of illiteracy and undereducation.
- Discrimination.
- Inadequate health care.
- Negative self-concepts.
- A shortage of competent teachers to teach them effectively.

Bloom (1964) and Havighurst (1967) described the parent-child relationship of the disadvantaged family as nonexistent. They state that there is no time allocated for parent-children activities, no shopping trips, no visits to cultural sites, nor even trips to other neighborhoods. There are no activities through which the parent and child can communicate and get to know each other.

Miller (1964) described the home environment of the disadvantaged child as that of a single-parent. Over half of the homes are fatherless, and, in many of the homes where the father is present, he is often absent a good deal of the time. This is especially true of inner-city families. Fantini and Weinstein (1968) described the family of a disadvantaged child as consisting of many brothers and sisters and many parents and parent substitutes, such as

aunts, uncles, cousins, and grandparents living together. They refer to this situation as an extended family.

These early research findings were cited for a specific reason. If these educational and environmental characteristics were prevalent in the 1960's, what then has been the impact of a national effort in vocational education to better serve the needs of disadvantaged youth and adults?

For two and a half decades students, parents, and adults themselves have looked to vocational education to provide some hope for the disadvantaged, to help overcome their alienation from the educational mainstream, to change the cycle of dropping out of school, unemployment and poverty. But what has been vocational education's record in meeting the hopes of disadvantaged youth and adults? The answer is not as "rosy" as many vocational educators might like to hear.

One could easily state that vocational education has much to be proud of in educating the disadvantaged, but there is still much to be done. But a general statement like this diminishes the importance of the issue and could serve merely to appease the vocational education community. Vocational educators would do better to examine a 1976 report of the Senate Committee on Labor and Public Welfare. According to that report, despite the existence of civil rights guarantees and equality of opportunity, "the

vocational education enterprise has made little progress towards ensuring equal opportunities for the disadvantaged."

Ever since 1963, vocational education legislation has contained a number of statements of equity designed to address the concerns of all individuals who have a need for, interest in, and ability to benefit from vocational training.

This equality of opportunity for disadvantaged youth and adults is clearly continued under the Carl D. Perkins Act. The law provides assurances that -

1. equal access will be provided in recruitment, enrollment, placement activities;
2. equal access will be provided to the full range of vocational programs for all disadvantaged learners, including occupationally specific courses, cooperative education and apprenticeship programs;
3. information will be provided to students and parents concerning the opportunities available in and eligibility requirements for vocational education (at the LEA) before students enter the ninth grade level, but no later than the ninth grade;
4. each student shall receive an assessment of individual interests, abilities, and special needs with respect to successfully completing the vocational education program;

5. special services, including adaptation of curriculum, instruction, equipment, and facilities are designed to meet the unique needs of special needs learners;
6. guidance, counseling, and career development activities are conducted by professionally trained counselors; and
7. counseling services are designed to facilitate the transition from school to employment and career opportunities (Section 204).

Since educational systems have only been operating under the provisions of the new legislation for about a year and a half, the effects of the set-asides and the equal access provisions can not be measured effectively.

But under the set-aside provisions of the 1976 Amendments, enrollment of students who were identified as disadvantaged were not high. In 1983, according to Department of Education figures, the percentage of disadvantaged learners enrolled in vocational education was only 15.2. A 1981 examination of minority enrollments (not all disadvantaged youth come from minority groups, but a significant proportion of minority families are disadvantaged) by the National Institute of Education showed that all minorities in most states were enrolled in secondary vocational education programs in lower relative proportions than non-minority students. In most large

cities, blacks and Asian Americans were well represented in vocational education; but in rural districts, minorities are not participating in vocational programs to the degree that they were represented in the total school system.

What is happening to these disadvantaged youth? Many apparently are dropping out of school. The attainment of a high school diploma is widely recognized as essential to a successful transition from education to the workplace. Yet almost 14 percent of the 1980 high school sophomores left school without a diploma, according to the National Center for Educational Statistics. The reasons most frequently cited for dropping out were dislike for school and poor grades.

The correlation between the non-completion of high school and poverty is well documented. According to the 1980 census, the number of persons 25 years or older who completed less than 12 years of school number 45 million, or about one-third of the total adult population. In some regions of the country 40-50 percent of the adult population dropped out before high school graduation.

The profound effect of a high school diploma on income becomes clear when one examines the poverty rates of persons with 9-11 years of school and those who have graduated. Persons who had attended high school but did not graduate were twice as likely to fall below the poverty level as those who had received a high school diploma. This

difference was found across all age groups for both blacks and whites.

With the increase in the technical nature of many jobs, it appears that a high school diploma is more important than ever before. In 1970, 16 percent of the 22-34 year-olds who completed only one to three years of high school were below the national poverty level, according to census figures. In 1981 the rate had already increased to 28 percent.

Implications for Programming (Including Instruction and Support Services)

A great deal of attention has been spent thus far on the definition of the disadvantaged as per the Carl D. Perkins legislation. This legal definition was then expanded upon by a brief examination of the educational and environmental characteristics of disadvantaged youth and adults. This was followed by a look at the current history of serving disadvantaged youth and adults under the Amendments of 1976. Any discussion of the implications for programming must be founded upon such necessary background information.

The first and most obvious implication for programming as a result of the Carl D. Perkins Act is that of serving disadvantaged youth and adults within regular vocational programs. This has not always been the case. For under the early legislative mandates, i.e., 1963 and 1968 legislation,

many separate programs were established with the federal set-asides. Such has also been the case when providing services for the handicapped. The primary reason for this change is not a change in attitudes but a change in the funding formula by which local educational agencies receive their reimbursements. As stated earlier, the Carl D. Perkins Act will fund only 50 percent of the costs of services of separate programs that exceed the average per pupil expenditures of regular programs.

The second implication for programming will stem from the provisions whereby all disadvantaged youth and adults will receive equal access in recruitment, enrollment, and placement activities. Given the sincere application of this principle at the intake level, those programs which historically have excluded disadvantaged learners, for want of many reasons, should now be more readily available. An example might be cooperative education programs. Conversely, programs such as welding, child care, and food service might not enroll as many special needs learners as in the past. The equal access provision to the full range of vocational education programs available to non-disadvantaged individuals will, of course, compliment the equal access provisions in recruitment, enrollment, and placement.

The third implication for programming is that vocational educators must formulate plans to better serve

disadvantaged learners before they enter grades 10 or 11. Specifically, vocational education must offer more prevocational and career exploration experiences to disadvantaged youth in grades 7-9 before they drop out of school. These programs could be designed to address the federal legislative concerns for providing information to students and parents of such students concerning educational opportunites available in vocational education.

The fourth implication for programming pertains to the quality of the instructional staff. Qualified instructors should have the opportunity to participate in staff development activities that focus on individualized instruction, curriculum modification, assessment and evaluation for disadvantaged learners. Vocational programs should also consider using paid or non-paid paraprofessionals who could serve as role models for disadvantaged youth.

Implication number five, relative to programming, pertains to the expansion of vocational teachers' roles in reinforcing the basic or generalizable skills. Vocational and academic educators must work in concert to increase disadvantaged students' mathematics, reading, writing, and oral communications skills. These, after all, are basic skills essential to success in vocational education. Directly related to this, schools should provide support services and resource personnel to assist students who have

been mainstreamed in vocational programs as well as those who are being educated in separate specialized programs.

The last implication is one which most vocational educators feel is important, but it has only received "lip service" from many teachers. This is the area of job placement. Vocational educators and employers must tap the full potential of disadvantaged youth with placements in jobs that have growth and advancement possibilities. Disadvantaged learners are too often channeled and placed in unskilled or semi-skilled "service" oriented jobs. Better articulation with the private sector would help overcome this problem. For those disadvantaged learners who live in rural isolated areas, vocational educators must work hard to foster entrepreneurial skills or subsistence skills for survival.

Implications for Guidance Personnel

The implications for the role of guidance personnel, under the auspices of the new legislation, should not change significantly in substance but in scope. It has been common practice for guidance personnel to play a major role in the assessment of handicapped learners. Under the Carl D. Perkins Act this role, of course, will now be expanded to include more and better assessment services for disadvantaged youth and adults.

Secondly, a more viable, organized system for the identification and assessment of each disadvantaged student's skills and abilities in the early grades seems to be a logical outgrowth of the new legislation. Ideally, this assessment should include a complete review of each student's academic skills, learning styles, communication skills, health record, motor skills, vocational interests, family economic conditions, and social adjustment skills. Needless to say, this data must be shared with support personnel and vocational teachers so that these professionals can focus on overcoming students' identified deficiencies as they relate to vocational instruction.

The assessment results generated through various data collection approaches should lead to a third implication for guidance personnel, that is expanded counseling-not just academic but social and family counseling. This counseling should not merely look at the student in academic isolation but deal with the psychological, emotional, social and environmental problems disadvantaged youth and adults face in their daily lives. Perhaps vocational schools should consider opening their doors to community agencies such as domestic relations offices, human resource departments, family health services or development centers so that a wider range of counseling services might be provided. This would be particularly important for criminal offenders who

need psychological, social, and emotional assistance in making the transition to society and employment.

The fourth major implication for guidance personnel, as a result of the Perkins legislation, will be to provide more counseling services designed to facilitate the transition from school to post-school employment. Traditionally, guidance personnel have played a rather mixed role in the transition process, generally focusing on providing educational information as opposed to employment opportunities. It is clear that the intent of the Carl D. Perkins Act is to increase the involvement of guidance counselors in the school to work transition process.

Quality Programming Indicators

In describing exemplary practices and programs, Cobb and Mikulin (1985) highlight three important characteristics which are likely to be considered. The first suggests that vocational educators adopt a more expanded role as being an educator of all students. Secondly, they state that local vocational administrators will need to expand their concept of what options should be available to best meet individual learner's needs. Thirdly, they cite the fact that successful program placement cannot be made without the availability of support personnel. Cobb and Mikulin (1985) conclude that exemplary programs will be those that take a holistic approach to the delivery of vocational education.

Each of the characteristics cited by Cobb and Mikulin (1985) must certainly be considered when describing exemplary programming and services for disadvantaged youth and adults. But, the author of this paper would like to suggest two other characteristics. I would also like to interject at this point that it is probably much too early to have specific examples of exemplary programs to reference. This statement is made for two reasons. First, the Carl D. Perkins Act has only been in place for about a year and a half, and as a result, its impact in terms of exemplary programming and services would be difficult to appraise. Secondly, if there were or are indeed exemplary programs, they have not been referenced in the literature to date. With that issue aside, let's expand our list of characteristics of exemplary programs.

First, an exemplary program must be tailored to the unique needs of the individuals it is designed to serve. Too often individuals are matched to program needs as opposed to the other way around. The abilities of disadvantaged youth are not unequal to those of more advantaged children. The disadvantaged have, however, accumulated a wealth of less desirable experiences that inhibits their success in the more formal school environment developed and fostered by the middle-class system of values. There is little doubt that the promise of American education has made little sense to a large segment of the

disadvantaged population. Contrary to historical myths, education sociologists have produced strong evidence that schools serve the socioeconomic structure in which they exist. The schools have generally provided middle- and upper-income youth with the intellectual tools necessary for success in American society. But they have commonly failed to cope effectively with the task of educating the disadvantaged.

As disadvantaged youth or adults are placed in programs of vocational education to meet their career interests and goals, vocational educators must recognize that each individual student is unique with strengths as well as weaknesses. When comparing disadvantaged children with those of middle-class children on education abilities there are some interesting findings. There is no evidence that disadvantaged youth are inherently less intelligent than more privileged youth. The simple fact of the matter is that disadvantaged children are born into a familial environment that stems from a culture different from that of middle-class children. Disadvantaged children generally are not strong in verbal communication and cognitive skills because their survival in the subculture of the streets is dependent upon doing rather than talking. They thus assume responsibilities at a far earlier age. It is generally conceded that comparing the I.Q. scores of one race, one ethnic group, or one socioeconomic group against those of

another reveals little difference in intelligence between or among groups.

The second component that an exemplary program will need to include is a strong collaborative inter-agency working relationship. The scope of problems that disadvantaged youth and adults often face is so complex that local educational institutions and vocational teachers are not capable of solving many of them without the assistance of various community based agencies. Community agencies can provide assistance through children's services, alcohol and drug counseling, consumer services, employment assistance, health related services, financial management, legal assistance, or mental health counseling, to name but a few.

Suggestions for Improvement in Contemporary Programming

The first suggestion for improvement in contemporary programming for disadvantaged youth and adults is to attack, first hand, the environmental problems which exist outside the educational environment. Comparisons of disadvantaged children with those of middle-class children on personal and homelife characteristics show wide discrepancies, as one would expect, knowing the plight of the disadvantaged in the United States. Children reared in stimulating environments will have a higher I.Q. than those reared in a less stimulating environment, regardless of group. When any

group moves from an unstimulating environment to a comparatively stimulating one, the I.Q. will be increased. This may, perhaps, be the most difficult component for an exemplary program to adopt, but one which must be made to meet the needs of disadvantaged youth as well as adults. Some suggested activities or services which might be included are:

- home visitations
- personal counseling
- day care facilities
- job placement services
- job counseling
- marriage counseling
- child rearing counseling
- referral services
- ABE instruction referral
- information and "networking"
- legal assistance
- time and stress management
- budgeting/finance assistance
- drug and/or alcohol counseling

The environmental conditions which disadvantaged youth and adults must endure can be overwhelming. Although we tend to think of economically depressed areas such as Harlem or Watts, disadvantaged individuals can be found in small towns and rural communities of Alaska, Appalachia, the Texas "valley", the Mexican boroughs of El Paso, and on Native American Indian reservations of the southwest. The disadvantaged also reside in Miami "little Havana," or they might live in transient migrant camps in order to follow the cash crops from the heartland to the western truck farms of California. The disadvataged might also reside in our penal

institutions or half-way houses before re-entry to society. The one thing they all have in common is that all are outside the mainstream of middle-class American society.

A second suggestion for improvement in programming for the disadvantaged is to establish a sound foundation in the basic or generalizable skills of mathematics, communications, and reading. The development of vocational skills without the parallel development of the basic skills will leave disadvantaged individuals woefully short in the rapidly changing job market of the future. Closely associated with this emphasis on the inclusion of basic skills is the utilization of competent support personnel. Much of the review and reinforcement of the skills and information needed to master basic competencies in vocational training must be done with an adequate support staff. This support staff can provide remedial services, tutorial assistance, interpreter services, counseling aid, and transition services, to name but a few.

The third suggestion for improvement is to train or retrain disadvantaged youth and adults in the "new" technologies-jobs which hold a future; jobs which permit growth and advancement beyond only entry-level, semi-skilled or low-skilled positions. Too often, vocational educators and counselors have channeled disadvantaged youth or adults into lower paying "service" oriented occupations. For many individuals this may, in fact, be a logical job placement,

but these are jobs which are more often readily available and convenient placements for vocational personnel. Disadvantaged individuals, like all others, have hopes and dreams for a better life. How many of us would like to be channeled into jobs as waiters, waitresses, order cooks, bus-boys, and so on for the better part of our wage earning years?

The fourth suggestion for improving programming for the disadvantaged is to incorporate the idea of mainstreaming for most disadvantaged individuals. Historically, this has not been an issue for disadvantaged adults. On the other hand, many local districts still see the separate programs approach as the most effective for secondary-school aged disadvantaged youth. In some instances a separate program is the most appropriate placement, but in many instances it is done as a matter of scheduling to keep disadvantaged students out of the mainstream. The placement of disadvantaged learners in regular programs with supportive services, would open the entire spectrum of a school's vocational curricula offerings. Separate programs often breed isolation and student segregation.

The fifth suggestion for improving programming is to accurately measure and assess those individuals "...who require special services and assistance in order to enable them to succeed in vocational education programs." Since the legislative encouragement of the 1963 Act, a statement

to this fashion has been included. But unfortunately, many districts stop short of determining this - "in order to succeed" phrase. This can only be measured by tying identification or assessment measures directly to each of the vocational programs that a district or school may offer. As stated earlier in this paper, all individuals below the 25th percentile on an achievement test may not be disadvantaged, all poor readers are not disadvantaged, all limited-English proficient learners are not disadvantaged. Each is disadvantaged in relationship to some thing - some criteria that must be directly correlated to each specific vocational program.

The last suggestion for improving programming is to include the idea of "socialization" as a complement to the technical or skills portion of the curriculum. This socialization component would have as its goals the development of values, interpersonal skills, and improved self-concept.

Unless and until vocational education addresses the needs of the whole learner, we shall continue to meet only haphazard success. The failure in individual attainment will be a reflection of our schools, in general, and vocational education in particular.

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